



United States  
of America

# Congressional Record

PROCEEDINGS AND DEBATES OF THE 104<sup>th</sup> CONGRESS, FIRST SESSION

Vol. 141

WASHINGTON, THURSDAY, SEPTEMBER 14, 1995

No. 143

## Senate

(Legislative day of Tuesday, September 5, 1995)

The Senate met at 9:15 a.m., on the expiration of the recess, and was called to order by the President pro tempore [Mr. THURMOND].

### PRAYER

The Chaplain, Dr. Lloyd John Ogilvie, offered the following prayer:

Almighty God, whose attributes are both majestic and manifold, we thank You most of all today for Your omnipresence and omniscience. It is a comfort and a challenge to realize that You are not only everywhere but You know everything. There is no place we can escape You, but also, no place devoid of Your potential grace and guidance. You know what we are facing with each person and each problem today. That means everything to us. We are not alone. You are with us. And because You know the complexities ahead of us throughout the day, You can give us what we need to be faithful to You and to live out our convictions. In this assurance we commit to You whatever causes us anxiety or frustration. Grant us Your vision and give us Your power. Think, speak, act through us. You provide the day; You show the way; Your love and patience in us display. In our Lord's name. Amen.

### RESERVATION OF LEADER TIME

The PRESIDENT pro tempore. Under the previous order, the leadership time is reserved.

### MORNING BUSINESS

The PRESIDENT pro tempore. Under the previous order, there will now be a period for the transaction of morning business not to extend beyond the hour of 10 a.m., with 45 minutes to be under the control of the Senator from West Virginia [Mr. BYRD].

The able Senator from West Virginia is recognized.

### THE CHAPLAIN'S PRAYER

Mr. BYRD. Mr. President, I thank the venerable Chair. I also thank our Chaplain for his prayer, reminding us of our insignificance and of the majestic greatness and love of an omnipotent, omnipresent, and omniscient God and of our Lord and Savior, Jesus Christ, who gave his life as a ransom for many.

### DERAIL THE FEDERAL TRAIN WRECK

Mr. BYRD. Mr. President, over the past number of weeks, we have witnessed a great deal of saber-rattling and speculation over the question of whether Congress and the President can avoid a Government shutdown, called, metaphorically, a train wreck, on October 1. That is the first day of fiscal year 1996, and is also the date by which all 13 of the 1996 appropriations bills are supposed to be enacted.

Failure to achieve enactment of any of the 13 appropriations bills by October 1 will cause a funding lapse for the departments and agencies covered by any such bill. The only way to avoid a funding lapse, and an accompanying shutdown of the affected departments and agencies, is for Congress and the President to enact a short-term extension of funding authority, which is commonly known as a continuing resolution.

It is never easy to enact all 13 annual appropriations bills by the beginning of a fiscal year. In fact, only once in over 20 years have all 13 appropriations bills been signed into law prior to the beginning of the fiscal year. That year was fiscal year 1995. For every other year in the last several decades it has been necessary to enact a continuing resolution in order to enable the departments and agencies of the Federal Government to continue to carry out their responsibilities in the absence of appro-

priations acts. In most instances, those continuing resolutions have been of short duration and were enacted with little or no controversy.

Mr. President, given that history, I see no earthly reason for a so-called train wreck. There is certainly nothing to be gained politically by either side of the aisle or by the administration by such a catastrophe. In fact, it is far more likely that the American people will see such a train wreck as merely a game of high stakes poker played by politicians using public money to make their bets. The American people will rightly see through the political "blame game" that will accompany the so-called train wreck. They will ask themselves why they should have to pay the tab for the game of chicken being played by their elected officials—who, by the way, will continue to be paid their full salaries were there to be a Government shutdown.

Furloughed Federal workers by the hundreds of thousands will not be paid, nor will those who do contract work for the Federal Government. But, the President, and Senators, and Members of the House of Representatives, will still receive their full paychecks, no matter how long the shutdown lasts. Be assured, Senators, that that situation will not make any of us dearly beloved by our constituents.

Mr. President, we are told by the General Accounting Office, in its June 1991 report entitled "Government Shutdown" that there were nine occasions over the period from October 1981 through October 1990 when there were funding gaps of 1 to 3 days. In other words, we had nine short periods, usually over weekends when there were lapses of appropriations. This same GAO report analyzes the effects of the last of these nine funding lapses; namely, Columbus Day weekend of 1990, or October 6-8, 1990. The report points out

● This "bullet" symbol identifies statements or insertions which are not spoken by a Member of the Senate on the floor.



Printed on recycled paper containing 100% post consumer waste

S 13555